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Second country cooperation framework for Swaziland (2001-2005)

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Introduction

1. The second country cooperation framework (CCF) for Swaziland covers the period 2001 to 2005. The CCF has been produced in consultation with the Government of Swaziland, United Nations specialized agencies, funds and programmes, civil society, the private sector and donors. It draws from national policy frameworks, namely: the long-term planning National Development Strategy and the Economic and Social Reform Agenda II launched in August 1999. The CCF takes into account experiences learned from the review of the first CCF, held in May 2000, as well as the draft updated Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) (2001).

I. Development situation from a sustainable human development perspective

2. **Economy**. Since independence, Swaziland has applied prudent macroeconomic management. Aggregate growth has been high and managed well enough to lead to a sustained improvement in average real income per person and in economic welfare. The annual inflation rate has been comparatively low, as well as the debt stock and debt service ratio (1.77 per cent), and the economic and social infrastructure has improved. However, since the mid-1990s, in conjunction with the political changes in its neighbouring countries (Mozambique and South Africa), Swaziland is facing serious challenges, including slow economic growth, increasing fiscal deficits, high and rising unemployment (officially estimated at 22 per cent), a decline in official development assistance, high levels of poverty, an expanding HIV/AIDS pandemic and numerous threats on the country's trade revenues.

3. **Poverty**. It is currently estimated that 48 per cent of Swazis live below the food poverty line, while 66 per cent live below the main poverty line. There are huge poverty disparities between the rural and urban areas. The main contributing factors to the high incidence of poverty are: a rapid population growth, skewed distribution of income and resources, rural-urban migration and low economic performance at the same time that investment flows are on the decline. Poverty is further exacerbated by the widening gaps in rural-urban development; escalating unemployment and underemployment; the rising trend of female-headed households; and growing environmental problems, including the vulnerability of large parts of the country to drought, leading to food insecurity.

4. **Gender disparities**. Women in Swaziland officially hold minority status and therefore cannot, under the law, enter into legal contracts. This hinders women's ability to own property and gain access to credit. At the same time, some cultural practices and attitudes discourage women from participating effectively in public life. Presently, there are 4 women in the House of Senate compared to 27 men, 4 women in the House of Assembly compared to 61 men, and 2 women in a Cabinet of 14. Within the civil service, there are 16 Principal Secretaries, 3 of whom are women. The workforce is approximately 30 per cent female and 70 per cent male. The private sector reflects a much lower female participation rate of 23 per cent, while female participation in the public sector is at 39 per cent. In the private sector, 46 per cent of those in professional and technical occupations are women as compared to 65 per cent in the public sector. Women tend to dominate the informal sector, with a 59 per cent participation rate. At the international level, Swaziland has acceded to, but has not ratified, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

5. **HIV/AIDS**. This is the major challenge facing the country in the next decades. The current national HIV prevalence rate is estimated at 22 per cent. In 1999, already a total of 50,000 Swazis were estimated to have died of AIDS, 35,000 children were orphaned and the infant mortality rate had increased from 72 per 1,000 in 1991 to 125 per 1,000 in 1998. According to the 2000 Sentinel Surveillance Report on pregnant women, individuals from 20 to 29 years of age are at highest risk of contracting HIV. This group is estimated to have an HIV prevalence of 34 per cent, while those 15 to 19 years of age are estimated to have a prevalence rate of 25.7 per cent. It is projected that 300,000 people will have died of AIDS by the end of 2016 and the number of orphans will have increased to 100,000. In the education sector, it is projected that, owing to HIV/AIDS, there will be an overall decline in primary school enrolment from 3.5 per cent in 1999 to 14.2 per cent by 2006 and 30 per cent by 2016.

6. **Environment**. Swaziland's main environmental concerns include land degradation, solid waste disposal, pollution and decreasing biodiversity. Of these, land degradation is one of the most serious problems, as a result of increasing population, wide-scale cutting of trees for timber and energy requirements, overstocking and overgrazing and the cultivation of marginal lands. Equally important is the pollution of surface water caused by the dumping of industrial waste, while littering and air pollution are increasingly becoming major concerns. Environmental problems have been further exacerbated by natural disasters such as the 1991 to 1995 drought and the floods of 2000.

7. **Governance**. Swaziland's system of governance consists of an interplay of the Westminster Parliamentary system and the traditional system that is underpinned by the Monarchy. These two systems run parallel, consequently giving a dual system of governance. The traditional structure consists of the Swazi National Council Standing Committee (an advisory body to the Ingwenyama, the King), Chiefs and Libandla at the Inkhundla (district/constituency) level. Chiefs, who exercise authority on behalf of the Ingwenyama, rule over chiefdoms. In turn, the Tinkhundla centres form the key institutions for the sourcing of power and election of Members of Parliament. The Westminster system consists of two houses, a Parliament and Senate that debate legislation and transmit it to His Majesty for Royal accent.

8. Currently, there are overlaps in roles and responsibilities between the two systems, which tend to cause confusion in lines of authority and delineation of responsibilities, as well as delays in decision-making and policy implementation. Within the urban environment, three structures coexist within the same polity: the urban local authority; Inkhundla and its substructures; and the Regional Administration. Swaziland's unique system of governance, while innovative, combining traditional institutions with western systems, is not that well understood by the outside world and in some circles in the country.

9. **Communications**. Swaziland does not have yet a comprehensive national policy on information, communication and the media. There are no community media. Development Support Communication (DSC) has not been used in programming. Capacity for participatory approaches to development is limited. There is an apparent lack of training on communication and some limited development in the area of information technology. However, given its size, good infrastructure and accessibility, Swaziland has potential to have nationwide access to information technology. The development of community media and tools for DSC for programming may provide needed support to address the issues of HIV/AIDS, poverty, equity and participatory governance more effectively.

II. Results and lessons of past cooperation

10. The United Nations Reform Programme has increased coordination of the operational activities of the United Nations system in Swaziland. Collaboration among the United Nations agencies has grown. The establishment of thematic groups, namely, HIV/AIDS, Gender Equality and Human Rights, has helped to foster better understanding among agencies and unity on common agenda. The preparation of the CCA and the formulation of the UNDAF have also helped to bring agencies together. The office of the Resident Coordinator has also been effective in bringing together bilateral donors resident in the country on CCF-related issues and issues of concern to the donor community.

11. During the period covered by the first CCF, as pointed out by the Country Review Mission in its July 2000 report, UNDP support focused on capacity-building for good governance and the promotion of sustainable livelihoods. UNDP-supported activities on codification of Swazi Law and Custom have laid the ground for harmonization of the two systems towards a more efficient and effective governance system. The completion of the codification will inform the ongoing process of constitutional review. A workshop funded by UNDP on international human rights instruments for Members of Parliament resulted in the decision to establish a Parliamentary Standing Committee on Human Rights and a National Human Rights Institution.

12. Leadership training activities have empowered various participants from the Government and civil society with information, knowledge, new skills and exposure to the critical role and responsibilities of leadership in advancing the political, economic and social development agenda of the country. A large

segment of the civil society, including chiefs and traditional leaders, churches, national women's movement, was trained in civic education, with a focus on training of trainers for dissemination of information at the community level. This has enabled women and disadvantaged groups to participate more actively in the Constitutional Review process.

13. UNDP contributed to crime prevention at the community level by supporting the training of community police members through a training of trainers course, followed by several workshops, in which 1,805 people participated. Reduction of crime at the community level was observed as a result of the training programme. However, lack of continuous funding for further workshops and essential equipment is likely to affect the impact in the long run. Under the Sustainable Livelihoods Programme, enhancement of skills was achieved in the critical areas of policy formulation and strategic planning, participatory approaches to rural water supply schemes and disaster management. With UNDP support, a national disaster management policy was formulated and approved and a disaster management legislation and plan prepared.

14. In the area of poverty, the first ever Participatory Poverty Assessment Study for Swaziland was conducted by UNDP. It highlighted the skewed distribution of income and resources, and the extent and causes of poverty. UNDP assistance during the first CCF was, therefore, directed towards small and microenterprise development, looking particularly at the policy environment, and the improvement of access by the poor to productive assets in the formal economy, including credit and alternative income-earning opportunities. Studies were undertaken to support and promote the informal sector and foster the creation of an enabling policy framework for small and microenterprise growth.

15. Training was provided to enable community-based extension workers, traditional leaders and disabled persons to improve their access to existing facilities for small and medium enterprise development. As a result, an increased understanding of business practices and credit procedures was observed among nearly 40 community groups, and the quality of business proposals improved significantly. Catalytic support under a technical cooperation among developing countries modality was provided to income-generating activities at the community level in poverty stricken areas to launch the pilot mushroom production project with the objective of creating export production villages. A Mushroom Growers Association was established.

16. UNDP played an important advocacy role that has resulted in a number of changes in the Government's agenda. HIV/AIDS was declared in 1999 as a national disaster. Technical assistance and advice were provided by UNDP to the Crisis Management and Technical Committee established by the Government and a National Multisectoral Strategic Plan was formulated. With UNDP support, and under the umbrella of the Alliance of Mayors for Innovative Community Action at the Local Level, non-governmental organizations (NGOs), local authorities, churches, legal firms and youth clubs were mobilized to focus on the different aspects of the response to the epidemic to offer counselling and testing, legal aid, education, care and support. This has created a tremendous awareness on the need for comprehensive action to fight against the pandemic at all levels.

17. Substantial advocacy work was also dedicated to promote the participation of the NGOs in the process of national development. This resulted in the revival of government action to finalize the NGO policy and bill that are now ready and have been submitted for the approval of the Cabinet. As part of its advocacy role, UNDP also launched, in July 2000, a National Human Development Forum, cosponsored by 10 institutions, including civil society and professional bodies and the Government's Poverty Reduction Task Force. The Forum aims at facilitating national dialogue on key local and global development issues. The results are to be used to influence national policy, plans and programmes and to feed into the production of the National Human Development Report each year.

18. On gender disparities, focus was on capacity-strengthening of the Gender Unit and the establishment of gender focal points in all ministries, on media sensitization and training in gender issues. In 2000, UNDP launched an initiative called the Integrated Approach to Gender Equality, which comprises six components, namely: (a) participatory communication, (b) media awareness, (c) gender, law and development, (d) social economic and gender analysis, (e) research into custom and traditions, and (f) gender-focused response to HIV/AIDS. These are expected to inform the ongoing formulation of the gender policy, as well as to serve as an advocacy mechanism for the improvement of women's participation in all sectors.

19. According to the Country Review, the main lessons learned from the implementation of the CCF (1997-2000) include the following aspects. Extensive consultation at various levels of Swazi society in formulation and implementation has been critical to ensure both ownership and sustainability of the outputs produced. This ownership was evidenced by the Government's cost-sharing contribution on almost a one-to-one basis. The effective application of programme approach will need more intensive training and retraining by all partners. A full assessment of government policy, institutional and human capacity and level of commitment should be undertaken and its results taken into account in order to facilitate optimal use of funds. The need for UNDP to consolidate the gains obtained in the area of governance was pointed out, together with the proposal to refocus towards poverty reduction as the central objective of UNDP interventions. The importance of setting clear priorities and programme benchmarks for the new CCF was stressed, in order to minimize the risk of diluting the impact of UNDP assistance. Recommendations were made to the Government to enhance its capacity and to put in place mechanisms ensuring the successful move into full national execution. Areas that will need more attention during the new CCF include monitoring and evaluation, which were not adequately implemented for various reasons.

III. Objectives, programme areas and expected results

20. The UNDP corporate business plan (2000-2003) provides the context within which a focused and streamlined programme of assistance is proposed in the CCF for the period 2001-2005. At a United Nations Country Team (UNCT)/government retreat in March 2000 and as part of the UNDAF process, areas of focus for future United Nations assistance were identified. These were HIV/AIDS, the increasing incidence of poverty, good governance and human rights, environment and disaster management, and communication for development. Crosscutting issues that were identified within UNCT/government priorities related to gender and the empowerment of women and child rights and development. Human and financial resource mobilization were seen as critical.

21. The Government's overall goal is to reduce poverty through strengthened good governance and improved economic growth and social development, with emphasis on equity, supported by active participation. In support of the Government's efforts to operationalize its National Development Strategy, and in line with the UNDP corporate business plan, interventions will be mainly through advocacy, policy dialogue and advice, strategic partnerships and resource mobilization. Capacity-building activities will focus on critical areas of governance; macroeconomic management; design, formulation, implementation and monitoring of policies, strategies and programmes essential for sustainable growth and equity; and mitigation of HIV/AIDS impact, while ensuring adequate environmental management.

A. Poverty reduction through establishment of a policy environment and planning framework for sound economic development and management, targeting human and income poverty and addressing the HIV/AIDS epidemic

22. In the next five years, UNDP will continue to support the Government in its efforts to effectively address poverty and HIV/AIDS issues through pro-poor and gender-sensitive policy environment and development programmes. Areas to be covered through policy dialogue and advice will include macroeconomic framework, participatory planning, increased access of the poor and disadvantaged groups to credit and business development opportunities, improved basic social and public services, diversification of the economy to reduce dependency on foreign direct investment, and increased capacity to respond holistically and coherently to HIV issues.

Policy environment and planning framework

23. Capacity-building for pro-poor and gender-sensitive policy development and sound macroeconomic management will target key government institutions, particularly the Public Policy Coordination Unit, the Ministry of Economic Planning and Development and the Prime Minister's Office. In view of the importance of external trade for the economy of Swaziland and its membership in several international, regional and subregional economic trade structures with various interests, assistance to the

Government will also aim at the development of capacities in trade policy and negotiation. Promotion of Smart Partnerships among development actors will be supported, to strengthen the sense and culture of common goals and dialogue.

24. **Expected outcomes**. The expected outcomes are: improved living conditions of the poor and reduction of poverty levels from 66 per cent to 50 per cent by 2005 as a result of adoption and implementation of anti-poverty policies, strategies and programmes; increased access to job opportunities and income-generating activities through the existence of an increased number of viable Swazi-owned and managed small, medium and microenterprises, contributing to the economic development of the country by providing employment and income; and increased access of the poor and women to formal and informal microfinancing as a result of a more conducive policy environment. Contribution to an improved position of Swaziland in subregional and regional trade will be ensured through strengthened capacity for negotiation and policy advice. The specific results to be produced with UNDP cooperation include the availability of anti-poverty and gender-sensitive policies and strategies, the existence of enhanced business skills development structures, improved microfinance facilities and a gender policy.

HIV/AIDS

25. In response to the HIV/AIDS crisis, UNDP will, in close collaboration with the agencies of the United Nations through the Theme Group on HIV/AIDS, support the implementation of the National Strategic Plan for a multisectoral response. UNDP assistance will focus on continuous advocacy efforts for prevention, particularly for youth, support to capacity development of institutions at national and regional levels and resource mobilization for the implementation of the national plan. Aid service organizations, particularly those working with people living with HIV/AIDS, will be advised for stronger outreach at community level, within the AMICAALL mechanism. Research and studies, including studies on traditional medicines and policy action, will be promoted, as well as a comprehensive communications strategy in support of the national response.

26. **Expected outcomes**. The expected outcomes of this strategic area of intervention include the reduction in the spread of HIV/AIDS as a result of an integrated and coordinated response at the national level, reaching out to communities, and resources mobilized and effectively utilized. Specific results include the strengthening of the national coordinating structure through technical advice. Policy action and reform processes on the basis of research findings are expected to assist in the development of strategies to respond to the impact of HIV/AIDS. Documentation of findings on traditional medicines are expected to include formal recognition of the potential of local medicines and other affordable options for positive living.

Environment

27. In view of the close linkages of this sector with poverty issues, and since many policies, plans and programmes have already been developed, the challenge for the Government is to ensure their implementation. In view of the fact that national capacity is still lacking, UNDP will concentrate its efforts on resource mobilization and advocacy for resource allocation for the proper implementation of the various programmes and plans such as the Swaziland National Environment Action Plan, and the National Biodiversity Strategy and Action Plan, among others.

28. **Expected outcomes**. It is expected that the integration of environmental concerns will be mainstreamed in development planning activities, and that the operational capacity within Swaziland to deal effectively with environmental issues and disasters will be in place for improved responses.

B. Strengthening national capacity for policy analysis, decentralized planning and good leadership, in order to increase social cohesion based on participatory governance

29. This second area of focus, which is closely linked to the first, aims at helping the Government in improving its governance structures, capitalizing on the strengths of both the traditional and the Westminster systems. Support in this area will also build on the work done in the area of codification of Swazi Law and Custom and assist further the work on harmonization of the dual governance system in the country. This involves integrating the codification output into the constitutional review process. Support will also be provided for leadership development through the

institutionalization of the Peak Performance Programme, particularly targeting youth, the private sector and civil society.

30. **Expected outcomes**. Synchronized relationships between traditional and Westminster systems of governance are expected as a result of improved capacities, clarified and harmonized roles and responsibilities of local government institutions and traditional structures in a new constitutional framework. Effective legal and policy frameworks for decentralized authority and management are expected to be put in place. Civil society, including the private sector, NGOs, community-based organizations and youth will be more involved in governance issues, leading to an enhanced culture of leadership and responsibility, through the institutionalization of the Peak Performance Programme.

Cross-cutting issues

31. Communication is viewed as a critical tool in support of the two programme areas to ensure the participation of the population in development, and maximize benefits of globalization, while enhancing good governance and effective responses to HIV/AIDS. The development of an enabling policy framework is required for capacity-building, media development, enhanced use of information technology for development and the integration of participatory and DSC tools into planning and programming activities.

32. **Expected outcomes**. A policy, legal and regulatory framework will be in place to substantially develop media and expand access to and full use of information technology. It is expected that there will be a better understanding of the roles and responsibilities of the media in development, and communities will be afforded better participation in the development process through community media. Tools for DSC programming will be developed and development journalism training institutionalized. Emphasis will be placed on mobilizing resources for decentralization and the application of new technologies through specialized technicians and access to evolving technologies.

Gender equality

33. Gender equality and the advancement of the status and condition of women will be pursued through special initiatives and integration of gender mainstreaming strategies throughout the two programmes.

34. **Expected outcomes**. A gender policy will be developed. The Gender Unit will be further strengthened and tools will be developed to ensure gender mainstreaming in plans and programmes. It is further expected that supportive and promotive laws will be enacted as a result of the implementation of the Gender Policy, as well as the ratification of CEDAW. Some of the direct results from UNDP assistance include the institutionalization of Socio-Economic Gender Analysis as an analytical tool for gender mainstreaming and development planning, and the development of a mechanism for production of gender-specific data, which is expected to inform and improve the national planning and budgeting process.

35. UNDP intends to address the issue of equity through assistance to Government in the enunciation of pro-poor policies; improved communication; and advanced advocacy for gender equality through entry points in Swazi culture and custom that can be used for promoting gender equality and sharing lessons with other countries. This will translate into improved participation in development planning by people at the grassroots level.

36. Resource mobilization will be central to all programme priorities.

IV. Management arrangements

37. In pursuit of the above, the programme approach remains the main vehicle for development activities and forms the basis for coordination of external assistance and its integration into national programmes and processes. Increased implementation of programme activities by NGOs and community-based organizations will be encouraged, while the private sector will be engaged in strategic partnerships for programme funding and implementation. Utilizing the multisectoral and integrated approach to gender equality and equity, in collaboration with the United Nations Population Fund and the United Nations Development Fund for Women, UNDP will support the Government in initiating and mainstreaming activities aimed at engendering policies, programmes and the national budget. Skills in social, economic and gender analysis will be applied widely in programme development. In addition, the formation of strategic

partnerships at the regional and subregional level will be supported and strengthened, as well as networking within the Southern African Development Community, for example, on common agenda and for policy dialogue. In the areas of poverty alleviation, ways of involving the Coordinating Assembly of Non-Governmental Organisations (CANGO) will be explored. In the area of governance, partnership with bilateral donors and the private sector is expected. In macroeconomic management and small and medium enterprise development, partnerships with the European Union and the private sector are envisaged.

38. As a tool for coordinating donor assistance, in March 2000, the Government of Swaziland approved an aid policy that streamlines the operations of the Government and is aimed at facilitating dialogue with donor agencies. This development is expected to strengthen joint planning and implementation of assistance to the Government. A country-specific manual on national execution has been prepared, in line with the new UNDP guidelines. In addition, the External Assistance Unit under the Ministry of Economic Planning and Development has been strengthened and this should enhance government coordination and national execution. The support of specialized agencies will continue for technical backstopping and access to worldwide experiences and knowledge.

A. Execution and implementation

39. National execution will continue. However, as indicated in the conclusions of the Country Review, UNDP will make sure the updated national execution manual is published and disseminated, appropriate training undertaken and national authorities sensitized, in order to achieve full national execution before the end of the period covered by the CCF.

40. While implementation of the first CCF has been highly participatory, there is room for closer involvement of such strategic institutions as CANGO, the University of Swaziland and the Swaziland Institute of Management and Public Administration in the second CCF. There will be full use of the Subregional Resource Facility to search for expertise in improving research and to increase capacity to analyse governance and human rights issues, as well as their appropriateness and applicability to Swaziland. This has a potential to enrich the CCF.

41. With the launch of the five-year UNDAF process, United Nations agencies are in the process of developing innovative approaches to the implementation of priority programmes of the UNDAF, with the aim of developing a stronger United Nations Country Team. The second CCF is being proposed to cover a five-year period to be in line with UNDAF. UNCT has put into place a coordination mechanism that promotes collaboration in implementation, monitoring and programming systems. Plans are underway to harmonize reporting systems through an integrated, built-in monitoring and evaluation system for the UNDAF.

B. Monitoring, review and reporting

42. The CCA and strategic results framework indicators will be used as monitoring instruments to capture the changes brought about by the CCF. Result-based management techniques will be introduced to track the achievements of the supported interventions. Two main committees are being proposed for monitoring the new CCF: (a) a senior-level steering committee responsible for overall programme coordination and policy guidance; and (b) a technical steering committee to take responsibility for the implementation and monitoring of each programme. These committees will meet periodically to give direction and discuss progress, as well as to direct the activities under the programmes. An external evaluation will be undertaken once a year. Annual reviews will to be held in June or July of each year, as requested by the Government, to coincide with its planning process.

C. Resource mobilization

43. Government cost-sharing enjoyed in the past will continue, and a more proactive strategy for private sector support will be implemented. In view of limited core resources, UNDP will play an active role in assisting the Government to mobilize resources around the priority areas of intervention. In collaboration with the World Bank, UNDP will assist the Government to organize donor consultations. The Round Table process will be used for resource mobilization and enhanced policy dialogue with the Government, the private sector, bilateral donors and other development partners. Application of the programme approach will also

enhance mobilization and coordination of resources for priority areas.

44. Target for resource assignment from the core resources will be used to provide high-quality policy advice to the Government, and catalytic support for capacity-building and institution-strengthening. UNDP will develop a resource mobilization strategy to look for additional resources to supplement regular resources. Collaboration with other United Nations agencies will be strengthened for joint implementation of identified programmes in UNDAF priority areas such as HIV/AIDS.

Annex

Resource mobilization target table for Swaziland (2001-2005)

Source	*Amount (In thousands of United States dollars)*	*Comments*
UNDP regular resources		
Estimated carry-over	381	Includes carry-over of TRAC 1, TRAC 2 and the 2000 AOS balance.
TRAC 1.1.1	448	Assigned immediately to country.
TRAC 1.1.2	0 to 100 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	145	
Subtotal	**974**[a]	
UNDP		
Government cost-sharing	1 500	
Third-party cost-sharing	1 250	
Funds, trust funds and other	4 125	
	of which:	
GEF	550	
UNSO	125	
Norwegian Trust Fund	500	
UNIFEM	200	
UNAIDS	500	
Tibiyo	190	
ACBF	1 060	
Turner Fund	1 000	
Subtotal	**6 875**	
Grand total	**7 849**	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.
Abbreviations: AOS = administrative and operational services; ACBF = African Capacity-Building Foundation; GEF = Global Environmental Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNAIDS = Joint United Nations Programme on HIV/AIDS; UNIFEM = United Nations Development Fund for Women; and UNSO = Office to Combat Desertification and Drought.